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COMPREHENSIVE REVIEW OF THE WHOLE
QUESTION OF PEACE-KEEPING
OPERATIONS IN ALL THEIR ASPECTS
ADMINISTRATIVE AND BUDGETARY ASPECTS
OF THE FINANCING OF UNITED NATIONS
PEACE-KEEPING OPERATIONS

SECURITY COUNCIL
Forty-eighth year

Improving the capacity of the United Nations for peace-keeping

Report of the Secretary-General

I. INTRODUCTION

1. The present report is submitted pursuant to the request of the Security Council, contained in the President's statement of 28 May 1993 (S/25859). In that statement the Council, among other things, expressed the view that bold new steps were required to improve the capacity of the United Nations in the field of peace-keeping, invited all Member States to make their views known to me and invited me to submit a further report containing specific new proposals. The Council also requested me to address in that report measures designed to place United Nations peace-keeping operations on a more solid and durable financial basis. The views communicated by Member States have been circulated as an addendum to the present report (A/48/403/Add.1-S/26450/Add.1 and Corr.1 and Add.2).

2. On 15 June 1993, shortly after the Council issued its statement, I reported to Member States (A/47/965-S/25944) on the implementation of the recommendations contained in "An Agenda for Peace" (A/47/277-S/24111), covering the spectrum of

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* The text of the replies received from Member States and intergovernmental organizations concerning the present report were issued earlier under the symbol A/48/403/Add.1-S/26450/Add.1 and Corr.1 and Add.2.

the activities undertaken by the United Nations for the maintenance of international peace and security, including not only peace-keeping but also preventive diplomacy, peacemaking, peace-building and humanitarian assistance. Among other things, I described in that report action taken to strengthen the civilian and military staff dealing with peace-keeping in the Secretariat and other efforts to improve the capacity of the United Nations for peace-keeping. That report responded also to the Security Council's statement of 29 October 1992 (S/24728) and to General Assembly resolution 47/71 of 14 December 1992.

3. The present report is focused more narrowly on improving the Organization's peace-keeping capacity. A number of proposals in this regard, especially in the area of budget and finance, have already been made and are referred to in this report. They await action by Member States. In addition, the present report contains several suggestions as to how each Member State could enhance its capacity to contribute to effective peace-keeping.

II. EXPANDED PEACE AND SECURITY OPERATIONS

4. In view of the extraordinary public attention that United Nations peace-keeping has attracted, it is worth recalling that this is only one of the range of means employed by the Organization for the maintenance of international peace and security. They may be grouped under five headings with which the international community has become increasingly familiar:

(a) Preventive diplomacy is action to prevent disputes from arising between parties, to prevent existing disputes from escalating into conflicts and to limit the spread of the latter when they occur;

(b) Peacemaking is diplomatic action to bring hostile parties to a negotiated agreement through such peaceful means as those foreseen under Chapter VI of the Charter of the United Nations.

(c) Peace-keeping is a United Nations presence in the field (normally including military and civilian personnel), with the consent of the parties, to implement or monitor the implementation of arrangements relating to the control of conflicts (cease-fires, separation of forces, etc.) and their resolution (partial or comprehensive settlements), and/or to protect the delivery of humanitarian relief;

(d) Peace-enforcement may be needed when peaceful means fail. It consists of action under Chapter VII of the Charter, including the use of armed force, to maintain or restore international peace and security in situations where the Security Council has determined the existence of a threat to the peace, breach of the peace or act of aggression;

(e) Peace-building is critical in the aftermath of conflict. It means identifying and supporting measures and structures which will solidify peace and build trust and interaction among former enemies, in order to avoid a relapse into conflict.

5. In 1993, the United Nations has had important further experience with all of these elements of its expanded and multidimensional peace operations. This experience has again confirmed the vital importance of preventive diplomacy. In this connection, my contacts with Heads of State or Government and Foreign Ministers have been particularly valuable. Special United Nations missions and representatives sent to the field have also proven their utility, especially when firmly supported by the Security Council and provided with adequate resources. Bilateral and regional support efforts have made a crucial difference for the success of this form of preventive diplomacy by the United Nations.

6. Increasingly, the United Nations is requested to provide both peace-keeping and humanitarian assistance programmes in conflict situations. In many cases, for example in the former Yugoslavia and in Somalia, the protection of humanitarian relief is a central task of the operation. Humanitarian emergencies may also give early warning of potential conflicts. The suspension or resolution of conflicts and post-conflict peace-building generally involve the relief and resettlement of refugees and displaced persons, assistance to the destitute with food and shelter and providing for the renewal of economic activity.

7. Experience has shown that there is a close relationship between peacemaking, peace-keeping and humanitarian actions. Humanitarian assistance, provided in an impartial and neutral manner, is recognized as an important component of multilateral responses to complex crises. It can have a positive influence on efforts in the pursuit of peace. Conversely, peacemaking and peace-keeping activities can have an important bearing on humanitarian operations. It is, therefore, important that the interrelationship between humanitarian, peacemaking and peace-keeping actions is taken into consideration in developing the United Nations response to complex emergencies, and that the necessary resources be provided to support this multidimensional approach.

8. It has become evident that the methods and machinery for the coordination of humanitarian, political and military activities must be further developed. This is particularly important in multidimensional operations and when peace-keeping forces are deployed to give armed protection to humanitarian relief activities. There is much discussion among the providers of humanitarian assistance as to how their activities should be related to the political and military aspects of a peace-keeping operation. These concerns arise from difficulties encountered in the field, which will need to be addressed through effective coordination and the early integration of these and other diverse elements in the planning and preparation of an operation (see para. 36 below).

9. Post-conflict peace-building is the best guarantee to the international community that the sacrifices it has made and the risks it has run in a peace-keeping operation will not be wasted by the return of violence. Post-conflict peace-building almost always involves, together with the necessary emergency relief, rehabilitation and reconstruction assistance by the international community, in some combination the creation or strengthening of basic economic, social, legal and political institutions, including the restoration of legitimate governmental authority, often through elections organized, supervised or conducted by the United Nations. In addition, it often

involves the reintegration of former combatants and other estranged social groups into productive activities. Because of the many socio-economic factors involved, post-conflict peace-building requires much more coordination than heretofore between the United Nations and the specialized agencies of the United Nations system, particularly the Bretton Woods institutions, in order to reinforce collective action. Peace-building requires time, effort and resources, but it offers the best hope of turning tenuous agreements into lasting peace.

III. THE VITAL ROLE OF MEMBER STATES

10. United Nations peace-keeping operations are joint ventures of the Organization as a whole, acting through its principal organs, and of its Member States, which must provide the means for the implementation of the mandates authorized by the Security Council. Indeed, in political as well as in practical terms, the role played by Member States in peace-keeping is absolutely vital.

11. Given the large scale of recent peace-keeping operations, it is often forgotten that the operation in the field is only the most visible part of a complex set of political efforts which must provide the basis for its success. When a United Nations peace-keeping operation is launched it is assumed that the members of the Security Council and other Member States in a position to do so will take the necessary political and diplomatic action to ensure that the decisions of the Council will be carried out. Where this political basis has been intact and strong, peace-keeping operations have achieved significant success. Where it has been weak, there have been severe difficulties.

12. It is a feature of the United Nations that it does not possess independent means for peace-keeping. The United Nations has no armed forces, no readily deployable large civilian corps, no significant stockpile of equipment and only a very limited Headquarters staff to manage the Organization's activities for the maintenance of international peace and security. The Organization can levy assessments but has no effective recourse should its Members, despite their clear legal obligation under the Charter, fail to pay on time. In short, its peace-keeping missions can only be realized when the Member States are full and committed partners, willing to provide the personnel, equipment and money to do the job. Since individual Members decide on a case-by-case basis whether or not to participate in an operation, there is as yet no fully developed permanent system of peace-keeping, only an ongoing series of ad hoc operations.

13. At present, more than 90 per cent of the personnel serving in United Nations peace-keeping operations have been made available by Member States for that purpose. Although 76 States, more than ever before, currently provide such personnel, it has become more and more difficult to obtain such contributions, especially where specialized units are concerned. Moreover, even when a contributor is found, action by the Government concerned is often slow because of domestic political, legal and budgetary/administrative issues. I therefore urge Member States to establish appropriate legal and administrative mechanisms so that they can act promptly once the decision to contribute to an operation has been taken.

A. Stand-by arrangements

14. At the time the Security Council decides to establish a peace-keeping operation, it is often uncertain as to where the required resources will come from, or if they will be adequate. Even when they are, delays inevitably result, as Member States, not knowing if they will be asked to contribute, understandably do not maintain their capabilities in a sufficient state of readiness, not to mention preparing them for a particular mission.

15. One way to reduce this difficulty is to have a more precise understanding between the United Nations and each Member State regarding the capabilities the latter would be prepared to make available, should it agree to contribute to an operation. Such an understanding has advantages not only for the United Nations, enabling it to act with greater speed and cost-effectiveness, but also for the Member States, since it enables them to plan and budget with much greater accuracy for their contribution to United Nations peace-keeping.

16. It is with this in mind that I have established a special team to devise a system of national stand-by forces and other capabilities which Member States could maintain at an agreed state of readiness as a possible contribution to a United Nations peace-keeping operation. Early last year, the team designed standard military and civilian components, or "building blocks" of peace-keeping, and briefed delegations on its approach and its objectives. Since then, the team has held more detailed discussions with a number of Governments, both in their capitals and at United Nations Headquarters. I ask Member States to respond positively to this initiative and to make the necessary practical arrangements.

17. In a number of cases, the Organization received offers of military units without the equipment necessary for them to function. In the absence of other offers, efforts were made to obtain the equipment from other Member States, since the United Nations does not have the capacity to provide it. Such arrangements have been only partially successful. Moreover, equipment obtained in this way is often unfamiliar to the troops who are to use and maintain it. Consequently, they require training, causing delays. It is essential that troops made available to the Organization come supplied and fully familiar with the equipment they will require to function in the field. Again, stand-by arrangements detailing agreed standards of equipment, would go a long way towards overcoming such difficulties. In the case of a Member State being unable to provide the equipment, a standing arrangement with another Member State able to do so could be a way of overcoming this obstacle.

B. Military observers

18. From the earliest days of the United Nations to the present, military observers have provided a reassuring presence in volatile areas. By credibly and impartially serving as the eyes and ears of the international community, monitoring and reporting on agreements such as cease-fires, separation and withdrawal of forces and cantonment and disarmament of combatants, observers have enabled parties that have been at war to take the difficult steps required for de-escalation and peaceful settlement. Since observers have neither the

means nor the mandate to use force, their success depends on the good faith of the parties to the agreements and on the political will of the international community, especially those Member States which are in a position to influence the parties in a constructive manner.

C. Civilian police

19. In several recent operations, civilian police have played a crucial role. I expect that demand for their services will continue to rise. However, it has proven difficult to obtain police in the numbers required, because, unlike military personnel, who in peacetime essentially form a reserve, civilian police generally meet the ongoing needs of their home countries and are therefore not available in sufficient numbers for assignment abroad. In addition, in many cases, civilian police are not under the authority of the central Government; this complicates efforts to secure their participation in United Nations peace-keeping operations (a point which further demonstrates the importance of stand-by arrangements). Ancillary problems include insufficient knowledge of the working language, lack of technical skills (particularly driving a vehicle) and lack of familiarity with the role of the United Nations.

20. As a first step towards the establishment of standard procedures, a handbook is now under preparation that will cover topics such as the function, responsibilities and conduct of civilian police, as well as basic principles of human rights. The handbook will serve as a standard manual for preparing police for United Nations service and will also be used for the guidance of civilian police in the field.

D. Other civilian personnel

21. Recent multidimensional operations have made it necessary for the Organization to enhance its capacity in a variety of functions, including humanitarian assistance, civil administration and human rights and electoral assistance. The Organization has gained valuable experience in managing these complex operations, and there is in the United Nations system a growing number of specialized civilian personnel provided by Member States who have served in one or more operations in the field. Such persons can be especially useful in the initial stages of new operations. Rosters of these experts are being developed accordingly.

22. Multidimensional operations require additional sources of qualified and readily available civilian personnel. It has been difficult to meet this requirement, and the number of vacant posts in the field is still relatively high. Although much progress has been made in identifying such personnel through mission assignment of staff from throughout the United Nations system and mission-related external recruitment, the strengthening of current operations and the establishment of new ones often create the need for additional personnel on short notice. As discussed in section IV below, Member States have begun to help fill this gap, and it is hoped that their role in this regard will be expanded.

E. Training

23. For obvious practical reasons, in view of the large numbers involved, the training of personnel provided by Member States will remain primarily the responsibility of Governments, many of which have gained valuable experience through participation in past and present peace-keeping operations. A growing number of States now have national training programmes. These are described in an updated compilation, which has been circulated to the General Assembly in document A/48/708. I wish to encourage the practice of cooperation among Member States in training their personnel in peace-keeping, including multilateral training arrangements such as the joint programme of the Nordic countries.

24. Units and individuals operating jointly for the first time cannot be expected to function with the same smooth efficiency as those who have long worked together. In order to minimize the difficulties that result, it is important that the training for peace-keeping, especially at the officer level, be based on common standards and a common curriculum. Within its limited resources, the Secretariat has worked to promote such standardization. Curricula for personnel at different levels have been developed and a training manual has been issued to all Member States. The compilation in handbook form of the procedures and practices of United Nations operations, as well as training materials for civilian police, will soon be completed. A peace-keeping bibliography has also been compiled. In addition, a feasibility study is under way to assess the state of current training and identify means of strengthening it, including alternative ways to ensure that military and civilian personnel are given the specialized preparation they require.

F. The principle of United Nations command

25. Although the international composition of United Nations peace-keeping operations complicates the daily work in the field and brings with it some loss of efficiency and economy, it is arguably their greatest strength. Their multinational character assures all concerned that these operations will carry out the mandate entrusted to them by the Security Council objectively and fairly, representing the political will of the international community as a whole rather than any partial interest.

26. For the same reason, the members of a peace-keeping operation must be under the exclusive operational command of the United Nations during the period of their assignment and must accept no orders from any outside agency in respect of their United Nations duties. Moreover, if it is to be effective, a United Nations operation must function as one integrated unit. Given language barriers and differences in training and organizational culture, this is difficult enough to achieve, but it cannot be achieved at all if the operation is divided by contradictory orders from different authorities. This is why it is impermissible for contingent commanders to be pressured by national authorities to depart from United Nations policies or to refuse to carry out orders. The existence of independent lines of communication between commanders and their national authorities violates the unity and integrity of the mission.

27. The Governments contributing troops and other personnel to an operation have a natural and legitimate interest in satisfying themselves that their personnel are employed as effectively as possible, in accordance with the Security Council's mandate and without exposing them to unnecessary risk. Similarly, they will form views regarding the course of action pursued in an operation, especially when it faces difficulties. The place for Governments to raise such matters is, of course, United Nations Headquarters, and, in some instances, it may be necessary for the Secretary-General to bring them to the attention of the Security Council for decision. As for the Secretariat, my colleagues and I are in constant formal and informal contact with contributing Governments and will do whatever is necessary to continue the existing practice of close cooperation and mutual support. The recent practice of members of the Council attending meetings of the troop-contributing countries with regard to the United Nations Protection Force (UNPROFOR) and the United Nations Operation in Somalia II (UNOSOM II) is a step towards the development of improved mechanisms for effective consultation.

IV. STRENGTHENING THE SECRETARIAT

28. I reported in June 1993 (A/47/965-S/25944, paras. 26-34) on initial steps taken to strengthen the Secretariat staff directly concerned with peace-keeping. This has been done through the transfer of a few staff from other units of the Secretariat to posts temporarily redeployed to the Department of Peace-keeping Operations and, as a temporary measure, through the loan of military officers from Member States. As I pointed out in that report, further strengthening is necessary, and I have submitted proposals to the General Assembly for an increase under the relevant sections of the regular budget for the biennium 1994-1995 as well as from the support account for peace-keeping operations. At its forty-eighth session, the General Assembly, in its resolution 48/226 of 23 December 1993, authorized 148 of the 199 posts requested under the support account, for a period of six months. The authorized distribution of posts is as follows:

Department of Peace-keeping Operations (excluding the Field Operations Division)	42
Field Operations Division (henceforth Field Administration and Logistics)	64
Internal Audit Division	3
Department of Administration and Management	39

The Assembly also regularized eight posts that had been redeployed to the Department of Peace-keeping Operations during 1993 and authorized one new regular budget post (out of 10 which had been requested). It is hoped that upon reviewing this matter at its resumed session, the Assembly will take the necessary steps to further strengthen the Secretariat so that it can meet the demands placed on it.

29. It is difficult to overestimate the complexity of directing and managing the Organization's world-wide peace-keeping operations. The staff assisting the Secretary-General in this task has always been small, with specialized expertise and support provided, as necessary, by other units of the Secretariat. This approach worked well at a lower level of activity, but in the present circumstances, its limitations are evident.

30. In the past year, therefore, I have taken a number of steps to enhance the Organization's capacity to plan and manage the growing number of operations fielded by the United Nations. The Department of Peace-keeping Operations, the Department of Political Affairs and the Department of Humanitarian Affairs have all been strengthened. I have set up a Task Force on United Nations Operations to serve as the primary instrument of coordination among the departments and to provide me with options and recommendations on issues of policy relating to field operations. These steps and others described below have one common purpose: to help me discharge my responsibilities in an effective, efficient and integrated manner. The growing number of United Nations operations for the maintenance of international peace and security and their increasingly complex nature have made it essential that the departments function as an integrated whole, under my authority and control but with clear, distinct responsibilities, in order to avoid duplication of effort and inefficient use of resources.

31. The Department of Political Affairs is the political arm of the Secretary-General in matters relating to the maintenance of international peace and security and the control and resolution of conflicts within States. As such, it advises me on policy in those areas and is responsible for political research and analysis. It also has executive responsibilities in the fields of preventive diplomacy and peacemaking, including negotiations and other diplomatic activities. All these functions and responsibilities as they relate to field operations are prepared and carried out by the Department under my overall direction.

32. The Department of Peace-keeping Operations is the operational arm of the Secretary-General for the day-to-day management of peace-keeping operations. In this capacity, the Department acts as the main channel of communication between United Nations Headquarters and the field. However, the Department of Political Affairs (on strictly political matters), the Department of Humanitarian Affairs (on humanitarian policy matters) and the Department of Administration and Management are also in regular contact with the field.

33. The Department of Humanitarian Affairs is responsible for the coordination of humanitarian operations, particularly for making the necessary arrangements for the timely and effective delivery of assistance by the relief organizations of the United Nations system. As the focal point of the Secretary-General for humanitarian assistance, its responsibilities also include early warning, needs assessment missions, consolidated appeals and mobilization of resources, as well as negotiations on access to populations in need. In most recent complex operations, the Department has appointed a field-based Humanitarian Coordinator, who works under the authority of the Special Representative of the Secretary-General and is in direct contact with the Department of Humanitarian Affairs. In some cases the Humanitarian Coordinator is with an agency or programme, while in others he or she is independent.

34. Peace-keeping functions require the support of many elements of the Secretariat. Thus, the Office of Legal Affairs provides advice on the legal aspects of peace-keeping operations, including status-of-mission agreements between the United Nations and host countries on whose territories peace-keeping operations may be established. Problems of a legal nature that arise in the field are also referred to the Office of Legal Affairs for advice and guidance. The Department of Public Information exercises its functional responsibilities in relation to peace-keeping, preparing and disseminating information relating to all new and ongoing operations and devising and implementing public information programmes in the mission areas.

35. In order to consolidate responsibility for directing and supporting operations in the field, the Field Operations Division, which provides administrative and logistical support for United Nations operations, has been moved from the Department of Administration and Management to the Department of Peace-keeping Operations. The integration of the Division into the Department will strengthen the capacity of the United Nations to plan and manage field operations. Adjustments are being made to achieve a clear allocation of responsibilities between the Department of Administration and Management and the Department of Peace-keeping Operations to enhance efficiency and ensure proper accountability. In this connection, the responsibility of the Controller for the formulation and submission of budgets has been reaffirmed. In addition, his office has assumed responsibility for institutional accounting activities in respect of peace-keeping operations. Similar adjustments will be made, as necessary, in other areas.

36. An important objective of the structural changes I have initiated in the Secretariat is to improve the capacity for planning peace-keeping operations. In my proposals to the General Assembly (A/48/6 (sect. 4)), I accordingly included provision for the establishment of a Planning Unit in the Department of Peace-keeping Operations. This Unit will be responsible for developing plans which address, in an integrated manner, the various aspects of an operation. To this end, it will cooperate closely with other departments and offices. Such cooperation among the organizational units of the United Nations is especially important with regard to complex, multidimensional operations. An effort will also be made to designate senior civilian and military personnel at the earliest possible stage so as to associate them with the planning of the operation they will be conducting in the field. Staff from the Planning Unit will participate in technical missions sent in advance of an operation's establishment and, to the extent feasible, will also be involved in the initial phase of setting up in the field the operation they have planned.

37. One of the first tasks of the Planning Unit will be to rationalize and standardize the planning process to the extent possible. The Field Operations Division has undertaken useful work on this subject within its sphere of competence. This work will need to be expanded. For example, the standard to which units and personnel are equipped, upon being made available by Member States, is an important variable in any planning undertaken by the Secretariat. I trust that Member States will communicate and cooperate with the Secretariat in order to facilitate its task of supporting the personnel in the field in accordance with common standards for all.

38. Within the Department of Peace-keeping Operations, a Situation Centre has been operating around the clock for several months, staffed largely by military officers made available by Member States at no cost to the Organization, in order to improve and augment communications with United Nations operations in the field. The Centre also assists other departments and the Security Coordinator in discharging their responsibilities in the field. In my proposal to the General Assembly I included provision for the Situation Centre as a permanent unit, covering all peace-keeping operations around the world. Of the 20 posts which were proposed, the Assembly, in its resolution 48/226, authorized 15 (one P-5, five P-4, four P-3 and five General Service), which are to be funded from the support account for peace-keeping operations pending further review at the resumed session of the Assembly.

39. I am conscious of the need for Governments contributing troops or other personnel to an operation to be kept informed of developments in the field. My staff and I have endeavoured to meet this need through regular meetings and briefings. In addition, I have included a provision in my submission to the General Assembly for the establishment of a focal point within the Department of Peace-keeping Operations to assist Permanent Missions in dealing with the Secretariat on matters pertaining to peace-keeping. This is in response to the requests of Member States, particularly those contributing troops, as well as the recommendation of the General Assembly in its resolution 47/71 of 14 December 1992.

Recruitment of civilian personnel

40. At the early phases of United Nations peace-keeping operations, civilian staff came primarily from personnel recruited specifically for such purpose and whose service with the United Nations was often limited to field operations. As United Nations peace-keeping operations grew in numbers and complexity, the circle of United Nations staff from which civilian personnel was recruited was expanded to include regular United Nations staff on detail to such missions. With the explosion of the deployment of peace-keeping missions in the past few years, this source of civilian employees proved incapable of providing the numbers and specializations required.

41. Alternatives had to be urgently identified. External recruitment was slow in responding to this need, both because of the absence of any rosters of pre-screened candidates qualified for and willing to undertake such assignments and the delays involved in selecting and deploying such staff under regular United Nations recruitment procedures to what were essentially short-term specialized needs.

42. Both of these issues have been addressed. The roster of external candidates for mission assignment now contains over 5,000 names, and rapid identification of qualified staff is thus possible. Secondly, the Secretariat has completed and submitted for the notification of the General Assembly at its forty-eighth session a major revision of the 300 series of Staff Rules, which deal with short-term recruitment (A/C.5/48/37 and ST/SGB/Staff Rules/3/Rev.5). The main purpose of this revision is to enable the United Nations to adapt its short-term recruitment processes to the specific needs and situation of peace-keeping missions, so as to enable it to identify, recruit, deploy and

withdraw rapidly and efficiently civilian staff for such missions. The General Assembly is scheduled to consider this item at its resumed session.

43. However, to ensure timely staffing of missions, particularly in cases of specialized needs not easily met either from within the United Nations or through direct recruitment, additional sources had to be identified and special measures taken.

44. The United Nations Volunteers programme, in the first instance, has provided valuable relief in addressing this situation. Moreover, I have formally asked Member States to consider providing personnel for peace-keeping operations. A number of such personnel now serve in the field. Guidelines for the assignment of such personnel have been developed (A/45/502, paras. 11-17). What is being proposed is the exchange of a memorandum of understanding between the United Nations and individual Member States detailing the identification of needs, the conditions of service of such personnel and the obligations of both the releasing Government and the United Nations. Arrangements along those lines have been made with two Member States regarding the loan of personnel to UNOSOM II for up to six months. Similar arrangements are being sought with other Governments.

45. Finally, to meet persisting shortages, I have initiated a pilot project in UNPROFOR to acquire the services of support civilian personnel, especially in technical fields and trades, through commercial contracts. This project, begun in November 1992, has been carefully monitored and evaluated. It has been found an effective and competitive means of ensuring the performance of certain functions when the normal methods of assignment or recruitment are insufficient to meet the requirements in a timely manner. I have described this matter in detail in my report on the use of civilian personnel in peace-keeping operations (A/48/707).

V. BUDGETARY AND FINANCIAL ASPECTS

A. The cash crisis

46. The cost of peace-keeping operations constitutes an expense of the Organization to be paid by Member States through assessed contributions. Under Article 17 of the Charter the payment of all assessed contributions, as decided upon and apportioned by the General Assembly, is an unconditional international legal obligation for all Member States and not simply a commitment of a political or voluntary nature. At present, 2 peace-keeping operations are funded from the regular budget, while 15 others are funded from special accounts for which Member States are assessed separately. These assessments are made throughout the year, depending on the mandate period of an operation and the financing resolutions of the General Assembly.

47. Member States are required to pay their contributions in full within 30 days of the assessment, but in recent years, 90 days after the assessment, the Organization has received on average only 45 per cent of contributions, and after 180 days, only 68 per cent. As at 31 December 1993, total outstanding assessments owed by Member States amounted to $1,501.4 million, of which

$488.2 million related to the regular budget and $1,013.2 million to peace-keeping operations. With such a large amount of revenues outstanding for peace-keeping, the Organization has managed to continue their operation only through internal borrowing and by deferring reimbursement due to Member States that contribute personnel and equipment to peace-keeping operations. As a result, as at 31 December 1993, the Organization owed $334.8 million to 61 Member States. Indeed, some Member States have understandably stated that they would have to cease contributing troops to United Nations operations if the Organization could not reimburse them promptly.

48. A number of reasons have been advanced as to why Member States are in arrears. The one most often cited is that United Nations assessments for peace-keeping operations come at irregular times of the year and are not in step with national budget cycles. This difficulty could be ameliorated by: (a) increasing the Peace-keeping Reserve Fund to accommodate better the needs of peace-keeping operations, an idea which is discussed below; and (b) the establishment by individual Member States of their own respective reserves for unforeseen peace-keeping assessments. It should be noted, however, that many Member States are in arrears not only on assessments for new peace-keeping operations but also for operations that have existed for years with quite stable budgets.

B. Budgeting for new operations

49. It has been generally recognized that the current procedure of formulating and approving budgets for peace-keeping operations needs streamlining. With the increase in the number and scope of peace-keeping operations and the consequent increase in the size and frequency of assessments, a review of the entire process will be necessary.

50. Changes in procedure are required (a) to shorten the intervals between the establishment of new missions by the Security Council and the preparation and submission of the cost estimates to the General Assembly; (b) to decrease the frequency of budget submissions and reviews by legislative bodies; and (c) to reduce the frequency of assessments on Member States.

51. At present, after the Security Council has decided to establish a new mission, the Secretary-General can request the concurrence of the Advisory Committee on Administrative and Budgetary Questions to enter into commitments of up to $10 million under the terms of the relevant General Assembly resolution on unforeseen and extraordinary expenses. In some cases, that authority is not adequate to get the operation started. Moreover, it is only spending authority and not the ready cash required for start-up costs, such as the purchase of equipment, salaries and other immediate expenses, that are required sometimes months in advance of the formal assessment process. The streamlining of the formulation and approval of budgets and the timely assessment of Member States for new peace-keeping operations is crucial for the deployment of personnel, procurement of necessary equipment and contracting for services with the speed that is required.

52. In order to provide a sufficient level of funding to meet the immediate start-up costs of new peace-keeping operations established by the Security Council, it is proposed for approval by the General Assembly that Member States be assessed for one third of the total amount included in the estimate of financial implications provided to the Security Council. A detailed budget, setting out the actual requirements of the operation, would be submitted to the General Assembly within a specified period (see A/48/565).

C. The Peace-keeping Reserve Fund

53. The above should be complemented by augmenting the Peace-keeping Reserve Fund, which was authorized at a level of $150 million by the General Assembly in its resolution 47/217 of 23 December 1992. The current level of operations warrants an increase in the Peace-keeping Reserve Fund; an amount of $800 million, a sum equivalent to approximately four months' expenditure of the peace-keeping budgets in 1993, is proposed. The Peace-keeping Reserve Fund would provide the necessary flexibility to meet the cash flow demands of peace-keeping missions pending the receipt of assessments. The purpose of the Peace-keeping Reserve Fund is to enhance the Organization's ability to respond to crises, but in fact it has thus far been used primarily to keep existing peace-keeping operations going. It is apparent that any reserve, however large, will soon be exhausted if Member States continue to delay the payment of their assessed contributions in full and on time.

54. There is also a need for a limited reserve stock of basic equipment and supplies, the availability of which is essential to a new operation becoming operational and self-sufficient without delay. A report on the feasibility and cost-effectiveness of a reserve stock was submitted to the General Assembly on 30 October 1990 (A/45/493/Add.1), following which the General Assembly adopted resolution 45/258 of 3 May 1991, in which it concurred with the views of the Advisory Committee on Administrative and Budgetary Questions (A/45/801) that the Secretary-General should identify all possibilities for acquiring the necessary equipment through voluntary contributions. A trust fund was established with a target of $15 million; a mere $40,000 has been received to date. That report detailed a revised list of items to be kept in reserve for start-up deployment of new observer missions, as well as the concept for management of the stocks. While those requirements and justifications are still largely valid, current planning is based on a more modular approach, to allow for simultaneous deployment of several new missions of varying sizes and mandates.

D. Budgeting for ongoing operations

55. With regard to ongoing peace-keeping operations, the financial cycles of most missions differ, since they are linked to the mandates approved by the Security Council. While most mandates are for six months' duration, they are sometimes extended for a shorter period. Each time the mandate is renewed, a specific financial authority is requested through the Advisory Committee, requiring the preparation of a performance report for the most recent period and cost estimate for the new mandate period. Given the normal six-month period that elapses between mandate extensions, it is not possible to prepare

meaningful performance reports since, at the time of commencement of their preparation, a maximum of only three months of reliable expenditure data has been captured in the accounting records. Furthermore, Member States are assessed each time an authorization is approved for a mandate extension. In some cases, this has resulted in several assessments being issued for a single operation in a given year.

56. To simplify the budget process and to reduce the number of assessments, I propose that the budget period of peace-keeping operations be "de-linked" from the mandate period. All ongoing missions that have reached stability in their operation should normally be budgeted for at a maintenance level and on an annual basis. This could lead to the presentation of cost estimates for all such missions in a single unified budget. A common time-frame is a prerequisite to a unified budget approach. The budget would be submitted to the regular session of the General Assembly for approval of the subsequent year's requirements. Spending authority would be requested on an annual basis so as to provide the Secretariat with an appropriate basis for operation. Assessment of Member States would be subject to the renewal of the mandate of each operation by the Security Council and other requirements stipulated by the General Assembly. For operations that have not reached a stable level of operation, my reports to the Assembly will continue to provide cost estimates for the most current mandate period and for the monthly operational requirements thereafter.

57. The unified budget could include provision for contingencies in the event that there are enlargements of existing missions. Amounts not utilized during any calendar year could be credited to Member States against their assessments for the following year.

58. Reform of the budget process should include standardized costing of items that appear in most peace-keeping budgets. The Secretariat will prepare a standard cost manual, to be updated on a regular basis, which will indicate standard costs for as many items as possible, together with brief technical specifications. The manual will also include a set of standard job descriptions for civilian staff and a table reflecting standard ratios of vehicles, computers and other equipment based on the size of the various programme components.

59. The cost-standardization review will also examine how procedures might be simplified for reimbursing Governments for contingent-owned equipment. The standardization of death and disability compensation will also be examined. These issues will be dealt with in a more detailed report to be submitted to the General Assembly pursuant to its resolution 47/218 B of 14 September 1993.

VI. OBSERVATIONS

60. The Security Council's statement of 28 May 1993 (S/25859) came after almost five years of unprecedented expansion of the Organization's peace-keeping and peacemaking responsibilities. In calling for bold new steps to enhance the capacity of the United Nations for peace-keeping, the Council's statement reflects the optimism generated by this expansion. This positive mood is also reflected in the support Member States have given to these activities of the Organization and in the greatly enlarged circle of States actively participating

in them, providing unprecedented levels of personnel, equipment and other facilities. I have outlined in the present report the vital role played by Member States in peace-keeping and have made some suggestions for strengthening it even further. I wish to express deep appreciation for the constant encouragement and support Member States have given me in the discharge of my responsibilities.

61. Regrettably, the same level of support has not extended to the payment of the financial contributions assessed on Member States in order to meet the peace-keeping expenses of the Organization. More than one year ago, I observed that a chasm had developed between the tasks entrusted to the Organization and the financial means provided it (A/47/277-S/24111, para. 69). Today, this chasm is wider than ever before.

62. I am concerned at the failure of most Member States to meet in a timely manner their financial obligations for peace-keeping. I am particularly concerned that a peace-keeping operation is frequently established, its budget approved, perhaps even troops contributed to it, but the necessary financial means withheld for long periods of time. Yet this is what takes place routinely. The consequences, of course, are delays and makeshift arrangements, which result in inefficiencies and, very often, increased costs. I have made proposals in this report which are designed to improve the budget process as it concerns peace-keeping and to respond to the requirements of Governments. I wish to emphasize, however, that none of these proposals will have much effect, unless the Organization is provided with the ready financial means it needs to function.

63. As reported above, a number of Member States have had difficulty providing their troops with the equipment they require in order to function. Faced with the acute need for troops, the Organization has been compelled to identify sources of equipment and make arrangements for its deployment, causing delays and additional expenses. I do not believe that the United Nations should take upon itself the task, for which it does not now have the capacity, of providing the troops made available to it with essential equipment; considerations of efficiency apart, the financial and administrative implications are prohibitive. Troops assigned for United Nations duty have to be fully operational on arrival in their area of operation. This must remain the responsibility of each Member State.

64. At the same time, Governments contributing troops or other personnel for United Nations service have a right to expect timely reimbursement from the Organization. Regrettably, this has not always been possible because of the shortfall in assessed contributions. As a result, a number of Member States are finding it difficult to participate in peace-keeping operations. I am concerned by this development, not only because the non-payment of assessed contributions thus limits the Organization's capacity for action, but also because it erodes the Organization at its core, which is the compact among Member States to unite their strength and take effective collective measures to maintain international peace and security.

65. I am conscious of the concerns of Member States, especially those providing troops and civilian personnel for United Nations peace-keeping operations, about

the level of guidance and support the operations in the field receive from United Nations Headquarters. I share in the general consensus that the Secretariat units directly involved in peace-keeping need to be significantly strengthened, giving the Organization the capacity to direct and support its peace-keeping operations world wide and around the clock.

66. I have not accepted, on grounds of efficiency and economy, suggestions for the establishment within the Secretariat of a large general staff with spare capacity to cope with peak workloads that might arise in the future. I have instead opted for a rather lean staff within the Department of Peace-keeping Operations in conjunction with an appropriate division of labour with other departments. The General Assembly has considered the budgetary implications of my proposals in this regard and has provided a portion of the means required. I trust that, following further review, the Assembly will make full implementation possible.

67. I am conscious that the optimism which prevailed one year ago has been diminished as a result of the difficulties encountered in the field, especially in Somalia and former Yugoslavia. However, it should be borne in mind that the issues of international peace and security which are brought before the United Nations are usually complex, of long standing and consequently very hard to resolve. It is therefore only realistic to consider in peace-keeping the possibility of setbacks or even failure. Nevertheless, when setbacks do occur and difficulties mount, United Nations operations become politically vulnerable, as does the credibility of the Organization itself. When this happens, it is essential that in the search for a response to the problems of the day the objectives of the Organization are kept firmly in sight.

68. At present, the United Nations maintains 17 peace-keeping operations and a number of other political missions in the field. After five years of exponential growth, it would be desirable to allow for a measure of consolidation. Nevertheless, the Organization responds to events as they occur, and its activities in the maintenance of international peace and security are likely to remain at a relatively high level. It can be argued that the United Nations has overextended itself in peace-keeping, and I have myself long felt that it suffers from excessive expectations. Some of these have inevitably been disappointed. However, the response to such a state of affairs cannot be to play it safe or to retreat to inaction. The United Nations was created with the aim of building a peaceful international order and must pursue this objective with patience and perseverance to fulfil the obligations and the promise embodied in the Charter.